

STATE OF DELAWARE

SENIOR COMMUNITY SERVICE EMPLOYMENT

PROGRAM

STATE SENIOR SERVICES COORDINATION PLAN

July 1, 2002 (Update)

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INTRODUCTION

The State of Delaware receives funding for the Title V Senior Community Service Employment Program through the Older Americans Act. Delaware Health and Social Services/Division of Services for Aging and Adults with Physical Disabilities is the administrator of the Program. The Senior Community Service Employment Program creates subsidized employment opportunities and provides job skills training for Delaware's older workers. With eventual unsubsidized employment as a goal, the Program provides subsidized employment at Host training sites; and, guidance and training through subgrantee (contractor) workshops and counseling. It contributes valuable community service while supporting older workers who are in greatest economic and social need and while fostering their independence. In accordance with the Older Americans Act, Amendments of 2000, Section 503, and Older Worker Bulletin 01-04, Delaware has prepared this Senior Employment Services Coordination Plan for the Title V Senior Community Service Employment Program.

Delaware Health and Social Services/Division of Services for Aging and Adults with Physical Disabilities is the State Unit on Aging and the only Area Agency on Aging in Delaware. There are no National Sponsors. The Division of Services for Aging and Adults with Physical Disabilities is one of 21 mandated Workforce Investment Act partners in the State's One-Stop Career Center system. The Department of Labor's One-Stop Career Centers are located in all three Delaware counties. Also, there are 61 providers affiliated -- statewide -- with the area Department of Labor offices. All One-Stop Career Centers and Title V subgrantees (contractors) are electronically connected. The Division of Services for Aging and Adults with Physical Disabilities works closely with the Department of Labor in providing services for Delaware's older population.

Update: In accordance with Older Worker Bulletin 02-02, titled Senior Employment Services Coordination Plan, the 2001 State Plan is updated with this 2002 Plan. Aside from minor changes, the updated tables and paragraphs are clearly identified, such as this **Update** paragraph. Also, Appendices I through IV in the 2001 State Plan are the most current documents; as such, they have been omitted from the 2002 Plan.

SECTION 1

PLAN PARTICIPATION

In order to obtain as full statewide participation as possible in the short time-frame available, the Division sought input from a number of sources in order to develop this Plan. Methods of approach were:

Newspaper Ads

- Advertisements were placed in both the News Journal newspaper (statewide paper) and the Delaware State News newspaper (central/southern area newspaper). (See Appendix I)

The circulation of these sources is as follows.

A. News Journal

- | | | |
|----|---------|---------|
| 1. | Daily: | 125,000 |
| 2. | Sunday: | 145,000 |

B. Delaware State News

- | | | |
|----|---------|--------|
| 1. | Daily: | 23,000 |
| 2. | Sunday: | 27,500 |

Web Site

- A copy of the Senior Employment Services Coordination Plan was posted on the Division's Web site at www.dsaapd.com with an electronic comment section. (See Appendix II)

Letters

- Letters were sent to agencies throughout the state that provide services to seniors and the community in general. These agencies included Title III providers of services such as respite, personal

care, housekeeping, Hispanic Outreach, legal, transportation, and nutrition services. We also contacted senior centers, medical and health facilities, local Department of Labor employment offices, the Career Exploration Program's senior employment program and business and labor organizations. (See Appendix III)

Planning Meeting

- A meeting was held in March 2001 to gain input for the development of the Senior Employment Services Coordination Plan. The State's three Title V subgrantees, and the Executive Director of the State's Workforce Investment Board, participated.

Workforce Investment Board

- The Workforce Investment Board reviewed the Senior Employment Services Coordination Plan for advice and comment on Thursday, May 3, 2001 at their Full Board Meeting. (See Appendix IV)
The Board approved the Plan.

Update: A meeting was held on April 25, 2002 to discuss the 2001 State Plan and appropriate updates for the 2002 Plan. Attendees included representatives from the Workforce Investment Board; the Division of Services for Aging and Adults with Physical Disabilities; and, the three Title V subgrantees operating the program in Delaware.

SECTION 2

ORGANIZATIONAL INVOLVEMENT

The Senior Employment Services Coordination Plan was prepared with input from organizations and individuals through the efforts described in Section 1.

- a. The Division of Services for Aging and Adults with Physical Disabilities (DSAAPD) is Delaware's State Unit/Office on Aging and the only Area Agency on Aging for the entire State. As such, the Division took the lead in developing the Plan with the parties described in Section 1.

DSAAPD is the sole Grantee operating the Title V/Senior Community Service Employment Program in Delaware. The Title V/Senior Community Service Employment Program is administered in all three (3) of the State's Counties through contractual agreements with subgrantees. One (1) subgrantee operates the program in each County.

- Wilmington Senior Center: New Castle County, including the City of Wilmington. (U)*
- Modern Maturity Center: Kent County. (R)*
- First State Community Action Agency: Sussex County. (R)*

* U = Urban. R = Rural

- b. A planning meeting was held with these subgrantees to obtain their unique, front-line experience and knowledge in developing this Plan. They provided insight into the everyday barriers enrollees face regarding the need for proper skills training and eventual unsubsidized employment placement. Areas of the State Plan where the subgrantee representatives were particularly knowledgeable and offered succinct input included social need/non-economic barriers to skills training and employment and community service needs.

- c. Comments from other non-profit employment providers were also solicited. In early 2000, the Division of Services for Aging and Adults with Physical Disabilities issued a Request for Proposal (RFP) inviting bids for subgrantee operation of the Title V/Senior Community Service Employment Program. Bidders in the state who responded to this RFP, but were not selected, were invited to make comments regarding the Senior Employment Services Coordination Plan. These organizations are the Career Exploration Program (CEP), Sussex County Senior Services (Cheer), and the Newark Senior Center.
- d. Due to the geographical size of the state, Delaware has one Workforce Investment Board. The Executive Director of the Board was invited to participate in the subgrantee planning meeting and in the development of the Plan. The Executive Director accepted the invitation and participated during the meeting. The Senior Employment Services Coordination Plan was submitted to the full Workforce Investment Board for review and comment at their meeting on May 3, 2001.
- e. Other organizations were invited to comment on the Senior Employment Services Coordination Plan through letters and Internet access via the Division of Services for Aging and Adults with Physical Disabilities' website. Title III service providers, senior centers, other non-profit organizations, and businesses were also notified of the Plan and the opportunity to comment through a letter. Some of the community service organizations were identified by referencing Delaware's *Guide to Services for Older Delawareans*, a comprehensive guide developed by the Division of Services for Aging and Adults with Physical Disabilities. The Internet site address was included in the letter and in the newspaper ads mentioned previously. Business and labor organizations who have worked through the years with the Senior Community Service Employment Program subgrantees were also informed of the Plan and the opportunity to comment through a letter. Many of these contacts were developed through our 502(e) program.

SECTION 3

COMMENTS

We sent a copy of the plan to the Director of a senior center. The Director requested the copy when she received our letter publicizing it. However, there were no comments resulting from our efforts to publicize and encourage input on the Plan.

SECTION 4

PLAN PROVISIONS

a. **Basic Distribution of SCSEP Positions**

Delaware Health and Social Services/Division of Services for Aging and Adults with Physical Disabilities is the only Grantee receiving Title V funds in Delaware. These funds are allocated to three subgrantees who are selected through a Request for Proposal process. The three subgrantees serve the whole state, one subgrantee in each of the State's three (3) counties. The funds are distributed, and the program is managed, through Delaware Health and Social Services/Division of Services for Aging and Adults with Physical Disabilities -- which operates as Delaware's sole State Unit/Office on Aging and Area Agency on Aging.

The distribution of the Title V/SCSEP funds is based on the State's Equitable Distribution Ratio (EDR) of eligible individuals within each of the State's three counties. Delaware's EDR information is generated through the Office of National Programs, Federal Department of Labor Title V Statistical Data, which is obtained through the National Census Bureau. Delaware's three counties are comprised of New Castle County, which is the largest county in the state, and includes Delaware's largest city (Wilmington). New Castle is our only urban county. Kent County is the smallest county in the state based on population and land area. Sussex County is Delaware's most rural county.

In the past, when new Census data has warranted a change in the distribution of enrollee slots, Delaware Health and Social Services/Division of Services for Aging and Adults with Physical Disabilities has made the necessary adjustments to meet the change. In the 1990's, there was such a shift in Delaware's urban and rural Equitable Distribution factors.

At that time, enrollee slot levels in each county for each sub-grantee were adjusted in the new contract year to reflect this change. Any decreases in slot levels were managed through attrition. As in the past, this transition was a smooth and cooperative process.

Update: The number of enrollee authorizations has been reduced from 238 slots in Program Year 2001 to 227 authorizations in Program Year 2002. The reduction was made in accordance with the Older Americans Act, Section 506(g)(1), to adjust the number of enrollee positions to accommodate the State's higher minimum wage. However, the state's Equitable Distribution Ratio remains the same (see Appendix); and, reducing the number of enrollees in each of the three counties will be managed through attrition.

The Division uses the following Federal Equitable Distribution Ratio in administering the Title V Senior Community Service Employment Program.

The Equitable Distribution Ratio for each county:

New Castle County:	52.8%
Kent County:	18.0%
Sussex County:	29.2%
Total:	100.0%

The above EDR takes into account the total eligible population in each county by age (55 and older) and income eligibility (less than 125% of poverty level).

b. **Special Populations**

1. Greatest Economic Need

The following statistics reflect the total eligible population in each county that is at 100% of poverty.

New Castle County:	6,072	52%
Kent County:	2,235	19%
Sussex County:	3,355	29%
Total:	11,662	100%

Of the 17,128 individuals throughout the State of Delaware who are eligible for the Title V/SCSEP program, 11,662 or 68%, are at or below 100% of the poverty level.

Update: Based on Delaware's PY-2001 third quarter statistics, 72% of those enrolled in the SCSEP program statewide are at or below 100% of the poverty level. This total is four percentage points above the Title V eligible population that is at or below 100% of the poverty level.

2. Minorities

The following statistics reflect the total eligible population in each county that is of minority status.

New Castle County:	
African American:	2,721
Asian:	47
American Indian/Alaskan Native:	14
Hispanic:	158
Other:	62
Total:	3,002 *

* Approximately 17.5% of the 17,128 Delawareans eligible for the Title V Program are minorities in New Castle County.

Kent County:	
African American:	851
Asian:	17
American Indian/Alaskan Native:	37
Hispanic:	6
Other:	6
Total:	917*

* Approximately 5.4% of the 17,128 Delawareans eligible for the Title V Program are minorities in Kent County.

Sussex County:	
African American:	1,298
Asian:	22
American Indian/Alaskan Native:	59
Hispanic:	37
Other:	10
Total:	1,426*

* Approximately 8.3% of the 17,128 Delawareans eligible for the Title V Program are minorities in Sussex County.

Of the 17,128 Delawareans eligible for the Title V SCSEP Program, 5,345 individuals, or approximately 31%, are minorities. Delaware has historically served, and continues to serve, all of the above-referenced minority groups through the Title V Senior Community Service Employment Program statewide.

Update: Based on Delaware's PY-2001 Title V third quarter statistics, 135 of the 248 individuals enrolled in the program statewide, or 54%, are of minority status.

* All of the above-referenced data is based on the 1990 Census Report.

3. Greatest Social Need:

Data to determine the physical and mental disabilities of individuals in Delaware is not collected or available.

Update: Based on Delaware's PY-2001 Title V statistics through the third quarter, there are 84 individuals enrolled in the program statewide who were considered handicapped. Enrollees in this category total approximately 34% of the 248 people in the program as of March 31, 2002.

Social needs encountered by enrollees in Delaware include physical and mental disabilities such as amputation of limbs resulting in the use of crutches and wheelchairs, arthritis, spinal cord injuries, schizophrenia, mental slowness and emotional problems, as well as previous heart attacks, strokes, and other surgeries. Other non-economic social need factors include language barriers, cultural barriers, and transportation barriers.

Recommendations to address these social needs include education of Host training site staff regarding the physical and mental limitations of the enrollees prior to placement. This would include discussions on the community service needs at a particular training site; and, the determination of the enrollee's ability to meet those requirements (e.g. standing for long periods of time, bending, light lifting, reading and writing). Also, the amount of stress would be discussed, particularly for those enrollees who have suffered heart attacks, strokes, or are in a delicate mental/emotional condition.

Methods to address language and cultural barriers include hiring bi-lingual interviewers to work with both new and previously enrolled individuals in the program, working with adult literacy programs which offer basic reading and writing classroom instruction, printing flyers and programs explaining the Senior Community Service Employment Program in various appropriate languages, advertising the program on Spanish radio stations, and seeking potential Host sites where a more diverse ethnic population exists. There are also cultural outreach programs in Delaware such

as the "Senior Needs Program", and the "Hispanic Outreach Program" operated through the Latin American Community Center (LACC). The Delmarva Ministry Council also offers a variety of services to a diverse cultural population. Through partnering with these types of organizations, more eligible seniors who face various cultural barriers would be educated on the Senior Community Service Employment Program.

Transportation is another non-economic barrier in Delaware. Public bus services operate primarily in New Castle County and the City of Wilmington, with additional limited service available in Kent County. There are no regular transportation services available in Sussex County, which is the most rural portion of the state. However, the sub-grantee operating the program in Sussex County has been successful in serving all areas of the County's geographical makeup. They have established relationships with community service oriented, non-profit Host training sites and businesses that are in close proximity to the enrollees' homes. Carpooling is used when several enrollees are placed at Host sites or unsubsidized employment locations within close proximity.

Update: The following data presents an overview -- by County -- of the current enrollees who have social needs. The information is based on Delaware's PY-2001 Title V third quarter statistics of enrollees who are counted as being "handicapped."

Updated Table:

New Castle County:	38
Kent County:	17
Sussex County:	29
Total:	84

The focus of the Senior Community Service Employment Program is two-fold: to foster service to the community through subsidized placement of enrollees at non-profit Host training sites; and, to place enrollees in permanent,

unsubsidized employment opportunities. One social need not categorized in the definitions provided in Older Worker Bulletin 01-04 is the element of fear many enrollees encounter when faced with the prospect of leaving their subsidized Host training site for unsubsidized employment. Besides the fear of facing the unknown, there is a level of concern that the job may not be long-term.

One approach to overcoming this concern is to develop "Reality Check" workshops for all enrollees. These workshops explain that, should an unsubsidized placement end, the enrollee may be re-enrolled. Although all enrollees are made aware of the terms of the program through the initial enrollment process, these types of group workshops can be therapeutic in calming the enrollees' anxieties.

Another approach is the formation of "Job Clubs" to bring enrollees who have been placed into unsubsidized employment together with those who are in training. Through discussions of their experiences in unsubsidized employment, successfully placed enrollees can offer guidance to help deflect the uncertainty and low self-esteem so often associated with the senior population.

It can also be beneficial to invite former enrollees, who were successfully placed into unsubsidized employment, to participate in Delaware's annual Older Worker Celebration. Currently, Delaware honors one unsubsidized worker from each county, an outstanding employer of older workers from each county, and the oldest enrollee from each county. Most of the other invitees to the celebration are current enrollees in the program. By inviting former enrollees who are now employed to briefly speak about their experiences, the current enrollees in attendance may be more encouraged to leave the program for permanent employment. The Executive Director of Delaware's Workforce Investment Board has indicated that the Board would look into allocating some additional funds to help expand the Older Worker Celebration to include several successful, former enrollees.

c. **Type of Skills**

The tracking and collection of enrollee skill-sets is currently gathered, recorded, and continually reviewed through each enrollee's Individual Development Plan (IDP). Once the enrollee's IDP is completed, the person is placed in employment training at a Host training site where the enrollee will learn new skills based on the IDP. Also, the enrollee will enhance current skills obtained through past work experience and/or education. Enrollee IDPs are reviewed and updated during each program year. Plans of Action are formulated with specific training and workshop goals outlined and their dates of expected completion. The focus is on moving the enrollee towards unsubsidized placement after the enrollee has completed the goals and objectives specifically outlined in his or her IDP. If further or more advanced training is warranted, the enrollee is rotated to another Host training site where that training may be obtained. The Division monitors this information regularly through on-site visits and desk reviews.

Tracking mechanisms described above address the methods Delaware currently uses to gather skill-related information on active enrollees.

Update: The Delaware Department of Labor does not collect skill-set information for program-eligible persons who are not active in the workforce. However, once 2000 census data becomes available, any skill-set information for Delaware's older population will be analyzed. The identified skills, along with Host training site and employer needs, will be considered when determining future training options for current enrollees and potential new enrollees.

d. **Community Service Needs**

The collection, monitoring, and analysis of community service needs is ongoing. Currently, service to the community is based primarily on the social and economic needs of the enrollees entering the program; the demand for service within the community as determined by outreach efforts; and, meetings with potential non-profit, Host training sites. Also, program participation is based on an agency's ability and willingness to provide the supervision and training necessary to develop the skills of program enrollees.

Identification of potential new non-profit, Host training sites are made through community outreach efforts to determine where the greatest need for services exist. The focus of these efforts are based on the social and economic needs and skills of the enrollees entering the program, as well as the demands for service within the community. Efforts include subgrantee involvement with the Department of Labor's One Stop Career Centers; and, contact with area non-profit agencies providing day care services, food services, recreational facilities, custodial maintenance, health care, social services, and weatherization programs. Public service announcements geared towards attracting potential non-profit, Host training sites to the program are also used.

In addition, future methods for monitoring and collecting information on outreach, public awareness, and community service needs will be developed with the subgrantees. Special consideration will be given to organizations providing services to seniors.

Update: Delaware's subgrantee for New Castle County has initiated a pilot survey project of all clients participating in activities at the Wilmington Senior Center. The information collected will help to measure program effectiveness and identify ways to better serve current and future enrollees.

e. **Coordination with the Workforce Investment Act**

A Memorandum of Understanding (MOU) was signed on March 16, 2000, between the Governor, the Workforce Investment Board, and Delaware Health and Social Services/Division of Services for Aging and Adults with Physical Disabilities. The MOU outlines the participation and the contributions of all parties to the One-Stop Partner Program. Delaware's One-Stop Career Centers are providing eligibility determination, in addition to intensive and core employment and training services. The SCSEP Program provides enrollees to be trained as Older Worker Specialists in the One-Stop Career Centers; and, enrollees are currently assigned to the centers in each county. They have been cross-trained to assist all citizens who enter the One-Stop Career Centers, with particular focus on the special needs of the elderly population. In addition, all One-Stop Career Centers and Title V subgrantees in Delaware are linked electronically to ensure referrals and services are provided effectively.

Update: Funding has been included in the Program Year 2002 Title V Grant to procure one personal computer for each subgrantee to further enhance the sharing of information with the Department of Labor's One-Stop Career Centers.

Delaware's Department of Labor has provided in-house training to all staff participating in the One-Stop system to integrate and cross-train on all partner services. This training has been provided off-site through local community colleges. Training has focused on inter-linked computer systems and on customer service to ensure access of all available services can be provided to all individuals.

Delaware Health and Social Services -- Division of Services for Aging and Adults with Physical Disabilities -- administers the Senior Community Service Employment Program. Regular contact with the subgrantees, and on-site monitoring by the Division, ensures that program operations are functioning appropriately.

In addition, the Division of Services for Aging and Adults with Physical Disabilities and its subgrantees have a cooperative relationship the Department of Labor's One-Stop Career Centers. There has been a collaborative effort to educate and train all individuals associated with the system, including the Older Worker Specialists. Most important, there has been a sincere effort to understand and support the special needs of older Delawareans.

Update: Through coordination with the Executive Director of the Workforce Investment Board, the Delaware Department of Labor, Division of Employment and Training, has provided valuable information in support of the Title V program. Specifically, statistics were collected through a self-assessment survey obtained from DOL's older clients -- ages 55 and over. The survey information of 3443 clients, collected from August 1, 2000 through April 16, 2002, was shared with Delaware's SCSEP grantee and subgrantees. The statistics provide a good indication of the types of jobs desired by older job seekers; the types of assistance their families currently receive; any barriers that stop the clients from reaching their employment goals; and, their computer and office equipment skills.

SECTION 5

GOVERNOR'S PLAN RECOMMENDATIONS

- a. Delaware distributes enrollee slots based upon the geographical location of the eligible population, as described in the Federal Equitable Distribution Report. This ensures all areas of the state --both urban and rural -- are served equitably. Therefore, Delaware does not propose any changes in the distribution of enrollment slots under this Title within the state.

When new Census data indicates a change in the distribution of eligible participants, Delaware will make the necessary adjustments to meet the geographical changes. In the 1990's, there was such a shift in Delaware's urban and rural population which changed the geographic location of the eligible population. At that time, enrollee slot levels were adjusted, decreasing available enrollee slots in one county and increasing them in another to reflect this change. The decreases in slot levels were managed through attrition. This transition was a smooth one with the full cooperation of our subgrantees. In administering the Title V Senior Community Service Employment Program, Delaware will continue to adjust program funding and slot levels to address the changing geographical location of the eligible population, as that occurs.

- b. Regarding the redistribution of enrollee slots to underserved areas, Delaware has always based distribution of available slots on the equitable distribution of eligible seniors. Urban and rural areas in each county in Delaware are allotted positions based on the equitable proportion of eligible seniors in that area of the state. Delaware will continue to ensure all areas in each county receive fair and equitable service.

- c. Any future changes in Federal funding or number of authorizations for the Title V Senior Community Service Employment Program will continue to be based on the equitable distribution ratio of the eligible population within the state. Delaware Health and Social Services -- Division of Services for Aging and Adults with Physical Disabilities -- will continue to serve all geographical areas and the eligible population throughout Delaware in a fair, balanced, and impartial manner. No special Equitable Distribution recommendations are needed.

APPENDIX

2002 Federal Equitable Distribution Report

Update: As mentioned in Section 4.a. above, the number of enrollee authorizations has been reduced from 238 slots in Program Year 2001 to 227 authorizations in Program Year 2002. The reduction was made in accordance with the Older Americans Act, Section 506(g)(1), to adjust the number of enrollee positions in light of Delaware's higher minimum wage. However, the ratios noted in our most recent Equitable Distribution Report have not changed.